

U.S. ARMY

**Center for
Army
Analysis**

ABCA FOCUS 2000 ISSUES WORKSHOP

MARCH 2000



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**CENTER FOR ARMY ANALYSIS
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| <p>This report documents the proceedings from the FOCUS 2000 Issues Workshop that was held at the Center for Army Analysis. The purpose of the workshop was to examine a set of key issues concerning the operation of a peace support operation in a coalition environment. A primary objective of the workshop was to identify potential areas for standardization across the American-British-Canadian-Australian (ABCA) Program armies. Key issues examined included vital functions such as planning, force construction, deployment, employment, and the transition from a military to civilian controlled operation. Workshop participants examined a group of charges for each of the key issue areas identified above. This report documents the key insights produced by workshop participants for each of the issue areas examined.</p> | | | |
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ABCA FOCUS 2000 ISSUES WORKSHOP

SUMMARY

THE WORKSHOP PURPOSE was to conduct an initial review of the US government's, and more specifically the US Army's, roles and responsibilities in coalition peace support operations in order to enhance standardization opportunities across the American-British-Canadian-Australian (ABCA) Program armies.

THE WORKSHOP SPONSOR was the Office of the Deputy Under Secretary of the Army for International Affairs, International Plans and Policy Integration Division.

THE WORKSHOP OBJECTIVES were to:

- (1) Identify and record any potential areas for standardization across the ABCA armies that emerged during workshop proceedings
- (2) Identify any issues that required a more in-depth analysis, which could be performed at a future political-military game (SANDHURST 2000)
- (3) Note any issues and concerns the US delegation had about FOCUS 2000 which could be surfaced at Planning Conference #4. Planning Conference #4 was held from 1-4 February 2000 in the United Kingdom.

THE SCOPE OF THIS workshop included the phases of a peace support operation, as established in Planning Conference #3 for the FOCUS 2000 Seminar. These phases included planning and force construction, deployment/employment, and transition to civilian control stages.

THE PRINCIPAL FINDINGS are a set of key insights that are documented in the main body of this report.

THE WORKSHOP EFFORT was led by Mr. Duane Gory, Conflict Analysis Center, Center for Army Analysis.

COMMENTS AND QUESTIONS may be sent to the Director, Center for Army Analysis, 6001 Goethals Road, Suite 102, Fort Belvoir, VA 22060-5230.

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1 INTRODUCTION

1.1 ABCA FOCUS 2000



Figure 1. ABCA FOCUS 2000

This report documents the proceedings from the FOCUS 2000 Issues Workshop that was held from 19 through 20 January 2000. The workshop occurred at the Center for Army Analysis (CAA), Fort Belvoir, Virginia.

1.2 PURPOSE

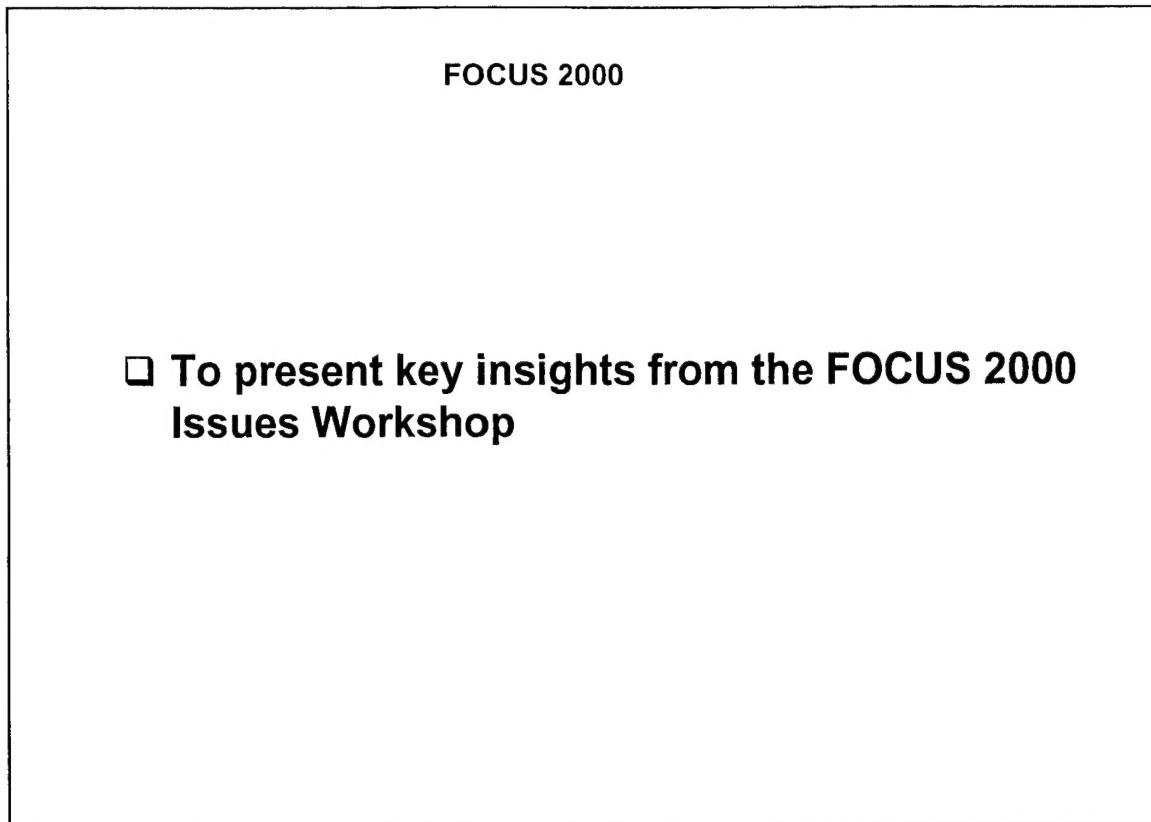


Figure 2. Purpose

The purpose of this report is to document key insights that occurred during the workshop and to record them for future reference.

1.3 BACKGROUND

BACKGROUND

FOCUS 2000

- The aim of the FOCUS 2000 seminar is to assess the ability of the American-British-Canadian-Australian (ABCA) forces to conduct joint coalition operations, within the context of a peace support operation (PSO), in order to identify standardization opportunities**
- The FOCUS 2000 seminar will be held at the Royal Military Academy in Sandhurst, the United Kingdom, from 26 April to 1 May 2000**
- CAA has been designated by the Deputy Under Secretary of the Army for International Affairs (DUSA-IA) as the executive agent responsible for preparing the US delegation for participation in the FOCUS 2000 seminar**

Figure 3. Background

The FOCUS 2000 seminar is one of a series of biennial exercises that are conducted by the American-British-Canadian-Australian (ABCA) program. The purpose of ABCA is to serve as a forum for the participating nations (the United States, United Kingdom, Canada, Australia, and New Zealand as an associate member under Australian sponsorship) to move collectively toward the standardization of military equipment, training, doctrine, and procedures. This drive toward military standardization recognizes that the ABCA countries are likely to be partners in future military coalition operations, where certain commonalities across the member nation armies could be beneficial for mission execution. Participation in ABCA is not bounded by treaty, but instead exists through the voluntary cooperation of the member states.

The intention of FOCUS 2000 is to examine an international response to an intrastate complex emergency. The goal of the FOCUS 2000 seminar is to assess the ability of ABCA forces to conduct joint coalition military operations, within the context of a peace support operation (PSO), in order to identify potential standardization opportunities across the ABCA armies. FOCUS 2000 will be held at the Royal Military Academy in Sandhurst, the United Kingdom, from 26 April to 1 May 2000. CAA has been designated by the Deputy Under Secretary of the Army for International Affairs (DUSA-IA) as the executive agent responsible for preparing the US delegation for participation in the FOCUS 2000 seminar.

1.4 BACKGROUND-continued

| FOCUS 2000 | |
|---|----------------------|
| <input type="checkbox"/> FOCUS 2000 Planning Conference #1 (United Kingdom) | 2-4 Feb 98 |
| <input type="checkbox"/> FOCUS 2000 Planning Conference #2 (United States) | 17-19 Feb 99 |
| <input type="checkbox"/> MG von Kaenel FOCUS 2000 Planning Meeting | 23 Aug 99 |
| <input type="checkbox"/> FOCUS 2000 Planning Conference #3 (Canada) | 13-17 Sept 99 |
| <input type="checkbox"/> Brief to Mr. Vandiver, Director, Center for Army Analysis | 29 Sept 99 |
| <input type="checkbox"/> FOCUS 2000 Work Group | 17 Nov 99 |
| <input type="checkbox"/> FOCUS 2000 Issues Workshop | 19-20 Jan 00 |

Figure 4. Background (continued)

There has been a series of events leading up to the FOCUS 2000 Issues Workshop. Preparation for FOCUS 2000 began in February 1998 at Planning Conference #1, which was held in the United Kingdom. The purpose of this first planning conference was to determine the broad outlines of the biennial event. Planning Conference #1 was followed by a second conference in February of 1999. The primary output of Planning Conference #2 was development of a series of purpose and objective statements for FOCUS 2000.

The Military Deputy to the DUSA(IA), MG von Kaenel, conducted a FOCUS 2000 planning meeting in August of 1999. Among other things, this meeting was intended as a preparatory session for a third planning conference that was held in Canada during September of 1999. The principal accomplishments of Planning Conference #3 were the identification of critical issues that needed to be addressed in FOCUS 2000 and the addition of certain factors that created a more challenging seminar scenario.

The Director of CAA, Mr. E. B. Vandiver III, was briefed on the overall plan for FOCUS 2000 and CAA's role in preparing the US delegation on 29 September 1999. A Work Group was conducted at CAA on 17 November 1999. The purpose of the Work Group was several fold. First, the Work Group was tasked with identifying issues that would be addressed at the Issues Workshop documented in this report. Secondly, the Work Group established an initial structure

for the Issues Workshop, noting among other things some of the background briefings that would be required. Finally, the Work Group formulated a draft definition for the term multinational force compatibility. Proceedings from the 17 November 1999 Work Group are documented in CAA report CAA-R-99-2 and can be more fully examined there.

The final event in the sequence depicted above is the Issues Workshop, which was held from 19 to 20 January 2000. The outcome from this Issues Workshop is documented in the current report.

1.5 CAA GAME PLAN

FOCUS 2000

- Prepare US Army delegation for the FOCUS 2000 seminar**
- Provide analytical and administrative support to the US delegation during the FOCUS 2000 seminar**
- Four-phased Plan:**
 - Establish Work Group, 17 November 1999
 - Conduct Issues Workshop, 19-20 January 2000
 - Conduct SANDHURST 2000 Pol-Mil Game, 28-29 March 2000
 - Provide onsite support to the US delegation at the FOCUS 2000 seminar

Figure 5. CAA Game Plan

As previously mentioned, CAA has been designated as the executive agent responsible for preparing the US delegation for participation in the FOCUS 2000 seminar. In order to accomplish this task, CAA has established a four-phased plan. The first phase was conducting the Work Group of 17 November 1999. The second phase of the preparatory process involved the 19-20 January Issues Workshop, which is documented in this report.

The four-phased preparation plan will be completed by two future events. First, a political-military (pol-mil) game will be conducted by CAA from 28 to 29 March 2000. Secondly, CAA will provide onsite analytical and administrative support to the US delegation at the actual FOCUS 2000 seminar in Sandhurst, the United Kingdom.

1.6 ANALYTICAL ARCHITECTURE

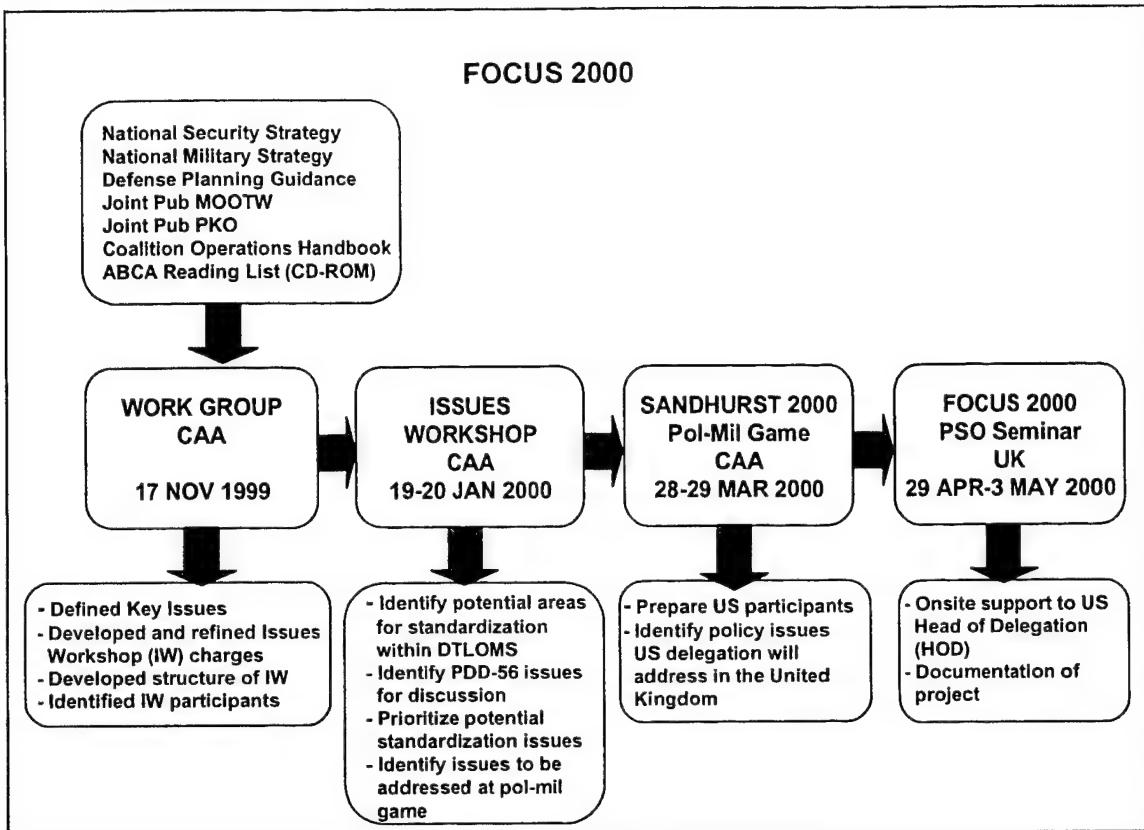


Figure 6. Analytical Architecture

Depicted above is the flow of CAA's four-phased support plan. It begins with the Work Group of 17 November 1999. Starting with a set of key ABCA and PSO documents (such as joint publications on PSO and the Coalition Operations Handbook), the Work Group identified a set of key issues that warranted further examination at a subsequent issues workshop. These key issues are formally documented in CAA report CAA-R-99-2 and can be more fully inspected there. The Work Group also developed a structure for the subsequent issues workshop.

Using the structure developed and key issues identified by the Work Group as a point of departure, the Issues Workshop examined potential areas for standardization across the ABCA armies. An important output of the workshop was the identification of issues that warrant further examination in the subsequent pol-mil game. SANDHURST 2000, the pol-mil game to be conducted at CAA from 28 to 29 March 2000, will use insights obtained from the Issues Workshop as a point of departure for additional analysis. SANDHURST 2000 will be the last formal preparatory event for the US delegation prior to departure for the FOCUS 2000 seminar. A key output from SANDHURST 2000 will be the identification of issues that the US delegation believes requires further examination during the FOCUS 2000 event.

Finally, CAA's four-phased support plan will terminate with onsite support to the US FOCUS 2000 delegation. This onsite support will include analytical and administrative support.

1.7 CAA PRODUCTS

FOCUS 2000

- Preparation of US delegation to FOCUS 2000**
- Evaluation of ABCA Coalition Operations Handbook with recommendations for improvement**
- Identify potential shortfalls and outline potential future standardization requirements**
- Provide supporting arguments for US policy formulation and decision making for peace support operations (PSO) and standardization with ABCA partners**

Figure 7. CAA Products

Listed above are the principal products CAA will produce as a part of its support to the FOCUS 2000 event. First and foremost will be continual support to the US delegation so that it is fully prepared to participate in the 5-day seminar. As a part of the preparatory process, attention will always be focused on identifying and recording standardization opportunities for the ABCA armies. Attention will also be placed on the Coalition Operations Handbook, and any opportunities for improvement will be documented.

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2 ISSUES WORKSHOP STRUCTURE

2.1 ISSUES WORKSHOP

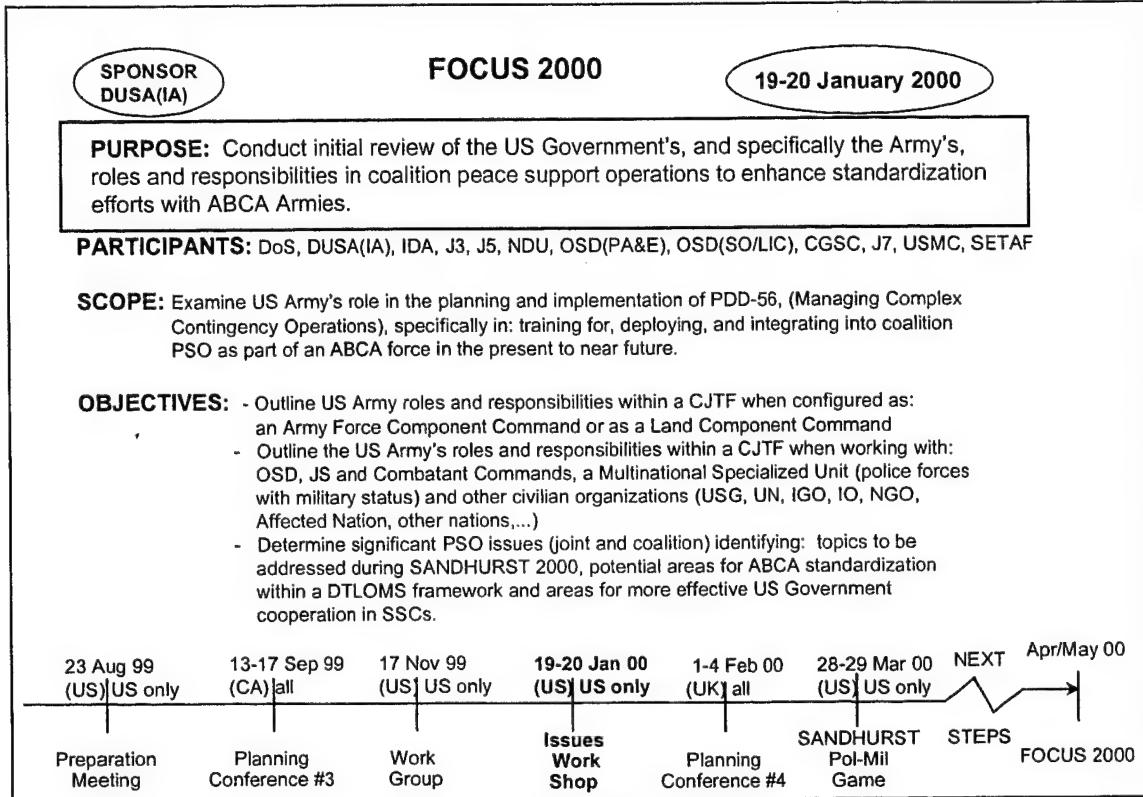


Figure 8. Issues Workshop

The purpose of the Issues Workshop was to conduct an initial review of the US Government's, and more specifically the US Army's, roles and responsibilities in coalition PSO in order to enhance standardization opportunities across the ABCA armies. Participants in the Issues Workshop included representatives from the following organizations: Office of the Secretary of Defense (OSD), National Defense University, DUSA(IA), United States Army Europe, United States Marine Corps, J3, Institute for Defense Analysis, J7, Department of State, Command and General Staff College, and CAA.

There were three principal objectives of the workshop. The first objective was to identify and record any potential areas for standardization across the ABCA armies that may have emerged during workshop discussions. This objective has been a constant throughout the preparation process for FOCUS 2000, where analysts have been constantly alert for potential standardization initiatives. The second objective of the workshop was to identify any issues that required a more in-depth analysis, which could be performed at the SANDHURST 2000 Pol-Mil Game to be conducted in March 2000. The SANDHURST 2000 Pol-Mil Game is the last formal opportunity to address any issues the US delegation would like to explore prior to participation in the FOCUS 2000 seminar. Finally, the third objective of the Issues Workshop was to note any

issues and concerns the US delegation had about FOCUS 2000 which could be surfaced at Planning Conference #4. Planning Conference #4 is to occur in the United Kingdom from 1-4 February 2000 and will be the last opportunity for the US to influence the FOCUS 2000 scenario and seminar agenda.

2.2 ISSUES WORKSHOP: AGENDA

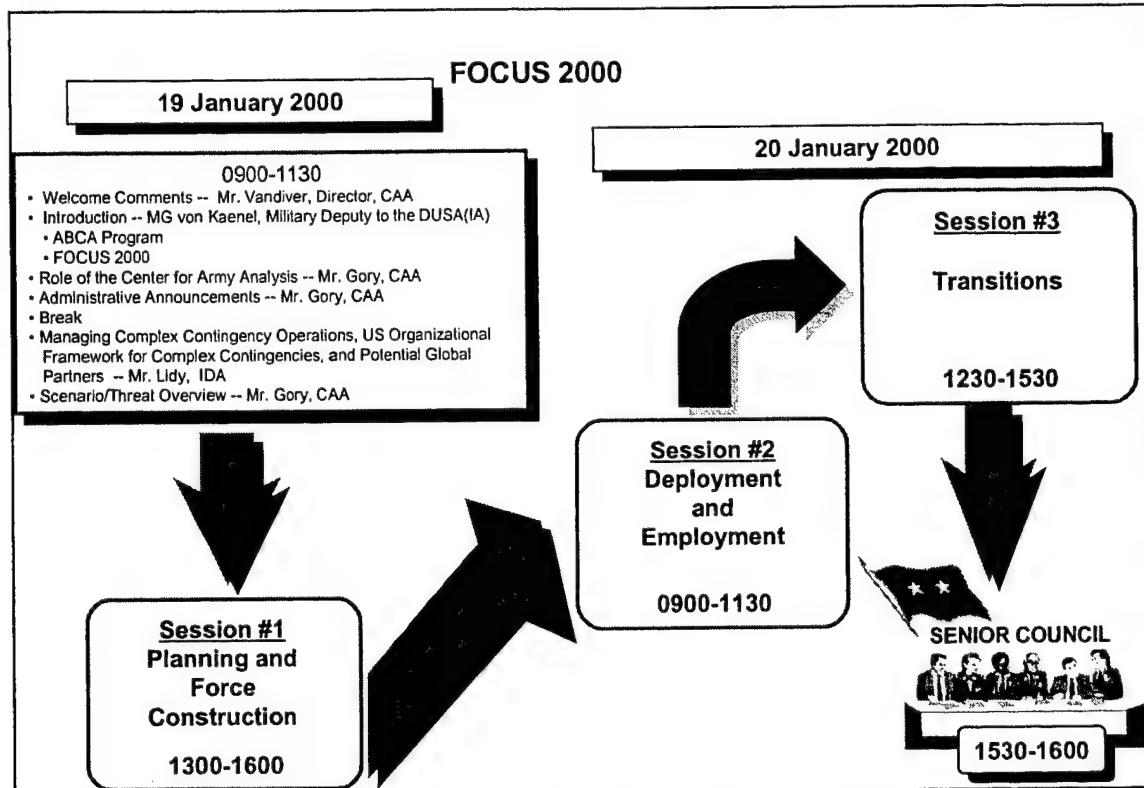


Figure 9. Issues Workshop: Agenda

Appearing above is an overview of the Issues Workshop as it occurred on 19 and 20 January 2000. The morning of the first day, 19 January, began with a series of background briefings detailing the ABCA program and the role of CAA in the process of preparing the US FOCUS 2000 delegation. Workshop participants also received briefings on Presidential Decision Directive (PDD) 56 (Managing Complex Contingency Operations), as well as an overview of the scenario for FOCUS 2000. Because the scenario has yet to be finalized by FOCUS 2000 seminar personnel, the briefing was based on materials available at that time. A copy of this scenario briefing can be seen at Appendix C. The final version of the FOCUS 2000 scenario will be obtained at Planning Conference #4 in the United Kingdom.

The afternoon of 19 January was then spent delving into Session #1, where a set of charges was discussed that dealt with issues revolving around the planning and building of an ABCA force for the FOCUS 2000 PSO. Charges examined during Sessions #1 through #3 are listed in Appendix D. The ABCA FOCUS 2000 force is intended to participate in a PSO to a fictitious East African country called Zimbola. Zimbola has been wracked by an ongoing civil war and the ABCA nations are asked by the United Nations to conduct a peace enforcement operation

there. For more information on the Zimbola scenario and the role of the ABCA nations, see Appendix C of this report.

The second day of the Issues Workshop (20 January) began with Session #2 where a series of charges dealing with deployment and employment issues were examined. The afternoon of the second day was spent discussing the charges of Session #3, which revolved around issues of transitions (for example, from military to civilian control) and redeployment. The Issues Workshop was concluded by a briefing to the Senior Council. This briefing detailed a set of preliminary key insights that were obtained from Sessions #1 through #3. The Senior Council was composed of Mr. E. B. Vandiver III, Director, CAA, and MG von Kaenel, Military Deputy to the DUSA(IA).

2.3 FOCUS 2000 - ISSUES WORKSHOP CROSSWALK

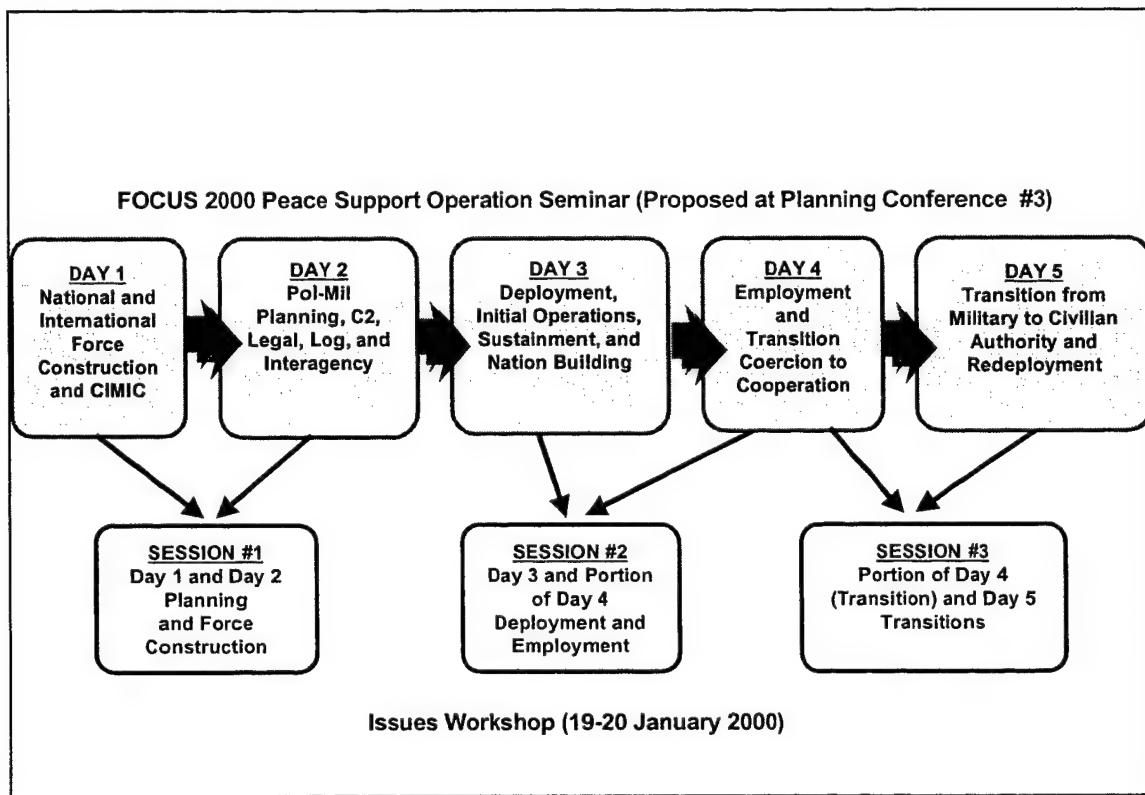


Figure 10. FOCUS 2000 - Issues Workshop Crosswalk

Depicted above is a crosswalk between the Issues Workshop of 19-20 January and the FOCUS 2000 seminar. Appearing in the shaded boxes across the top is the itinerary for the 5-day seminar as it stood at Planning Conference #3 (13-17 September 1999). The first day of FOCUS 2000 will tentatively cover force construction and civil-military issues. Day 2 of FOCUS 2000 will deal with issues revolving around planning, command and control, law, logistics, and interagency relationships. The third day of FOCUS 2000 will address deployment, operational, and nation building activities. Day 4 of the seminar will examine employment and

some transitional issues. Finally, the seminar concludes on Day 5, where additional transitional issues are addressed and redeployment operations are explored.

Appearing in the unshaded boxes across the lower portion of the figure above are Sessions #1 through #3 of the Issues Workshop. As can be seen above, Session #1 of the Issues Workshop dealt with a set of charges revolving around planning and force construction issues, which will be covered in Days 1 and 2 of the FOCUS 2000 seminar. Session #2 of the Issues Workshop covered issues regarding deployment and operational considerations, which mirrors Day 3 and part of Day 4 of FOCUS 2000. Finally, Session #3 of the Issues Workshop examined a set of charges dealing with transitional and redeployment issues, which crosswalks with the remaining portion of Day 4 and all of Day 5 of the FOCUS 2000 seminar.

3 KEY INSIGHTS FROM SESSIONS #1 THROUGH #3

3.1 KEY INSIGHTS

Session #1: Planning and Force Construction

□ Purpose of a coalition operation needs to be clearly defined

- Eases identification of desired end state
 - ✓ End state influenced by national interests
 - ✓ End state influenced by domestic political actors
 - ✓ End state influenced by coalition partners
 - ✓ End state influenced by international organizations (such as the United Nations)
 - ✓ From US perspective, Presidential Decision Directive (PDD-56) may help define end state
- Allows coalition to unify around a common cause
- Helps define boundaries for coalition operations
 - ✓ What missions a coalition force will and will not do
- Eases formation of an exit strategy
- Enhances ability to establish measures of effectiveness (MOE) for the operation

Figure 11. Key Insights, Session #1

Appearing on the next nine figures are key insights generated from proceedings of the Issues Workshop. Figures 11 through 15 present key insights from Session #1 (Planning and Force Construction).

KEY INSIGHTS

Session #1: Planning and Force Construction

□ Comprehensive situation assessment required

- Conducted within the context of the operation's aim
- Need to consider key documents
 - ✓ PDD-25
 - ✓ PDD-56
 - ✓ PDD-68
 - ✓ United Nations documents
- Condition of infrastructure within area of operations (AO)
 - ✓ Roads, railways, ports, communications, water, power generation, and others
- Condition of local institutions in AO
 - ✓ Judicial, law enforcement, political, economic, and others
- What assets/capabilities are the various coalition forces bringing to the operation

Figure 12. Key Insights, Session #1 (continued)

KEY INSIGHTS

Session #1: Planning and Force

- Need agreement on terms of reference across coalition partners**
 - Common definitions for important terms are essential (such as OPCON, IO, etc.)
 - Common understanding of PSO
 - ✓ Peacekeeping, peace enforcement, other
 - Define lead
 - ✓ Does lead nation imply different responsibilities across ABCA, NATO, United Nations, and other organizations
 - ✓ What are the responsibilities of a lead nation
 - ✓ What are the responsibilities of the non-lead nation(s)
 - ✓ Must establish relationship between lead nation command and coalition force commanders, international organizations, NGOs, and others
 - ◆ Consider domestic political consequences of US forces under command of another nation
 - Lead nation concept may prevent competition between coalition scarce resources on the local
 - ✓ Competition can lead to price inflation
 - ✓ Competition that creates inflation drives the price of goods and services beyond affordability level of local population

Figure 13. Key Insights, Session #1 (continued)

KEY INSIGHTS

Session #1: Planning and Force Construction

□ Need a combined coalition planning cell

- How does the coalition integrate national intelligence resources for operation planning
 - ✓ Security issues of sharing intelligence across coalition partners
- Command and control of aerial ports of debarkation (APODs) and seaports of debarkation (SPODs)
 - ✓ Deconfliction of APODs and SPODs used by multiple actors
- Establishment of a Combined Joint Task Force (CJTF)
 - ✓ Training headquarters personnel may be more difficult than unit/troop training
 - ✓ Identify units to “plug in” to headquarters

Figure 14. Key Insights, Session #1 (continued)

KEY INSIGHTS

Session #1: Planning and Force Construction

- ❑ Need a Civil-military planning commission
- ❑ Force protection
 - Different requirements across coalition partners
 - ✓ Strict US force protection rules may eclipse mission accomplishment
 - ◆ Reduces contact with local population
 - ✓ Strict rules may be required because US soldiers are “high value” targets

Figure 15. Key Insights, Session #1 (continued)

KEY INSIGHTS

Session #2: Deployment and Employment

□ Command and control of information operations

- Much to be gained by coordinated effort across coalition partners
- Coordination required across coalition partners as to what information should be shared with NGOs, IGOs, and others
- Coalition Operations Handbook contains generic command and control structures that can be used
- US national policy and processes derive from PDD-68

□ Nation Building

- Purpose of operation key
 - ✓ Are coalition forces to assist in maintenance of the current state, restore a host nation government to power, rebuild a nation, or perform some other function for the host nation?
- Requires early integration of coalition force personnel with host nation agencies (to the extent that they exist)

Figure 16. Key Insights, Session #2

Figures 16 and 17 presents key insights from Session #2 (Deployment and Employment).

KEY INSIGHTS

Session #2: Deployment and Employment

□ Civil-military coordination

- Enhanced by formation of joint commissions
 - ✓ Joint commissions can be formed at the national, regional, and local levels

□ Linguist support

- Security issue, particularly when local national labor is used

Figure 17. Key Insights, Session #2 (continued)

KEY INSIGHTS

Session #3: Transitions

- **Transitions involve the transfer of a given operation from military to other entity control (or operation termination)**
- **Transition planning should begin at start of operation**
 - From US perspective, transition guidance can be obtained from PDD 25
- **Measures of effectiveness**
 - Helps determine when operation can be handed over to another authority or terminated
- **May employ phased transition process**
 - Begin at local level and progress upward to regional/province level and then to national level

Figure 18. Key Insights, Session #3

Finally, Figures 18 and 19 list the key insights produced during Session #3 (Transitions).

KEY INSIGHTS

Session #3: Transitions

- Transition to host nation control may proceed on a institution by institution basis
 - Such as financial institutions, political institutions, law enforcement, judiciary, etc.
- Transition process should be condition and not time driven
 - Time milestones may be forced upon coalition by political leadership

Figure 19. Key Insights, Session #3 (continued)

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4 FUTURE WORK

4.1 CAA's NEXT STEPS

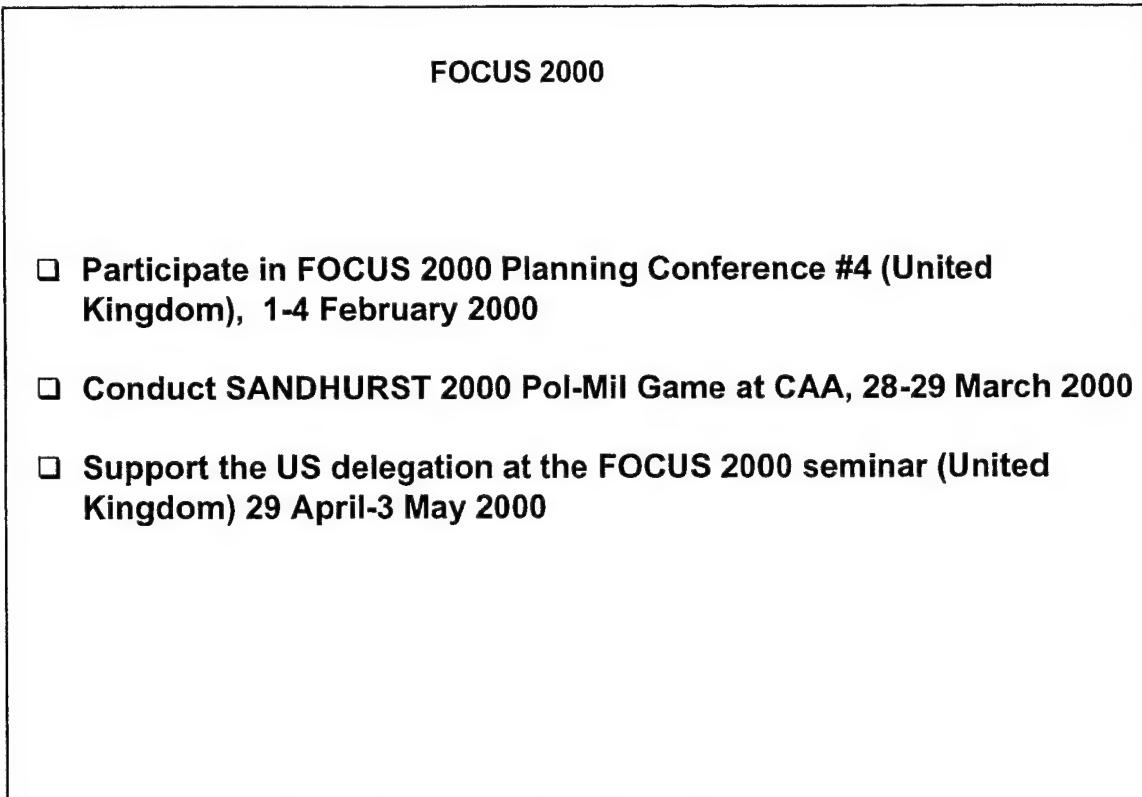


Figure 20. CAA's Next Steps

Shown above are the next major steps CAA will take in preparing the US delegation for FOCUS 2000. In the near term, CAA will participate in Planning Conference #4. Planning Conference #4 will be held in the United Kingdom from 1-4 February 2000. This conference will be the DUSA(IA)'s final opportunity to influence the FOCUS 2000 scenario and seminar agenda.

In late March 2000, CAA will conduct the SANDHURST 2000 Pol-Mil game. This game will be the last formal preparatory event for the US delegation prior to participation in the FOCUS 2000 seminar. Among other things, SANDHURST 2000 will examine issues that were identified in the Issues Workshop being documented in this report.

Finally, CAA will provide onsite support to the US delegation at the FOCUS 2000 seminar. This support will include both analytical and administrative activities.

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APPENDIX A. PROJECT CONTRIBUTORS

1. PROJECT TEAM

a. **Project Director.** Mr. Duane Gory, Conflict Analysis Center

b. **Team Member**

MAJ Greg Barrack

c. **Issues Workshop Participants**

LtCol Hank Andrews, Office of the Assistant Secretary of Defense (SO/LIC-PKHA)

Mr. Randy Cheek, National Defense University

Mr. Donald Davidson, Deputy Under Secretary of the Army for International Affairs,
International Plans and Policy Integration Division

MAJ John Haynes, Southern European Task Force (SETAF)

Capt. Patrick Hillmeyer, MCCDC

COL Bohdan Kobzar, J3 (SOD)

Mr. Martin Lidy, Institute for Defense Analysis

Mr. Bill MacDonald, Camber Corporation

Mr. Jim McNaught, US Department of State

Mr. Jacob Otte, Office of the Secretary of Defense, Program Analysis and Evaluation

LTC Steve Sboto, National Defense University

Mr. David Turek, Command and General Staff College

LTC Ress Wilson, J3 (SOD)

2. PRODUCT REVIEW BOARD

Mr. Ronald Iekel, Chairman

APPENDIX B. REQUEST FOR ANALYTICAL SUPPORT

REQUEST FOR ANALYTICAL SUPPORT

P *Performing Division:* CA *Account Number:* 2000087

A *Tasking:* Verbal *Mode (Contract-Yes/No):* No

R **T** *Acronym:* FOCUS 2000 IW
Title: ABCA FOCUS 2000 Issues Workshop

1 *Start Date:* 15-Dec-99 *Estimated Completion Date:* 15-Feb-00

Requestor/Sponsor (i.e., DCSOPS): DUSA-IA *Sponsor Division:*

Resource Estimates: *a. Estimated PSM:* 2 *b. Estimated Funds:* \$0.00

c. Models to be Used: None

Description/Abstract:

The Center for Army Analysis (CAA) has been designated the executive agent for preparing the US delegation that will participate in the FOCUS 2000 Seminar. This Issues Workshop will address a series of charges that were identified in a previous work group that was conducted at CAA. Additionally, discussions held during the workshop will identify potential areas for standardization across the ABCA armies and set the framework for topics to be addressed in a subsequent pol-mil game.

Study Director/POC Signature: Original Signed

Phone#: 703-806-5367

Study Director/POC: Mr. Duane Gory

If this Request is for an External Project expected to consume 6 PSM or more, Part 2 Information is Not Required. See Chap 3 of the Project Directors' Guide for preparation of a Formal Project Directive.

Background:

P The Center for Army Analysis (CAA) has been designated the executive agent for preparing the US delegation that will participate in the FOCUS 2000 Seminar.

A

R

T *Scope:*

Preparation of the US delegation will occur through a four-phase process: establishment of a working group, conduct of an Issues Workshop, conduct of a Pol-Mil game, and on-site support at the FOCUS 2000 Seminar in the United Kingdom.

2

Issues: 1) Address charges produced at the FOCUS 2000 work group of 17 November 1999. 2) Identify potential areas for standardization across the ABCA armies within a DTLOMS framework. 3) Identify issues to be addressed at the Sandhurst 2000 Pol-Mil game.

Milestones: 17 November 1999: FOCUS 2000 Work Group; 19-20 January 2000 Issues Workshop; 28-29 March 2000 Sandhurst 2000 Pol-Mil game; 24 April to 2 May 2000, on site support at FOCUS 2000 Seminar, which will occur in the United Kingdom

Signatures *Division Chief Signature:* Original Signed and Dated *Date:*

Division Chief Concurrence: Mr. John Elliott

Sponsor Signature: Original Signed and Dated *Date:*

Sponsor Concurrence (COL/DA Div Chief/GO/SES):

APPENDIX C. SCENARIO AND THREAT OVERVIEW

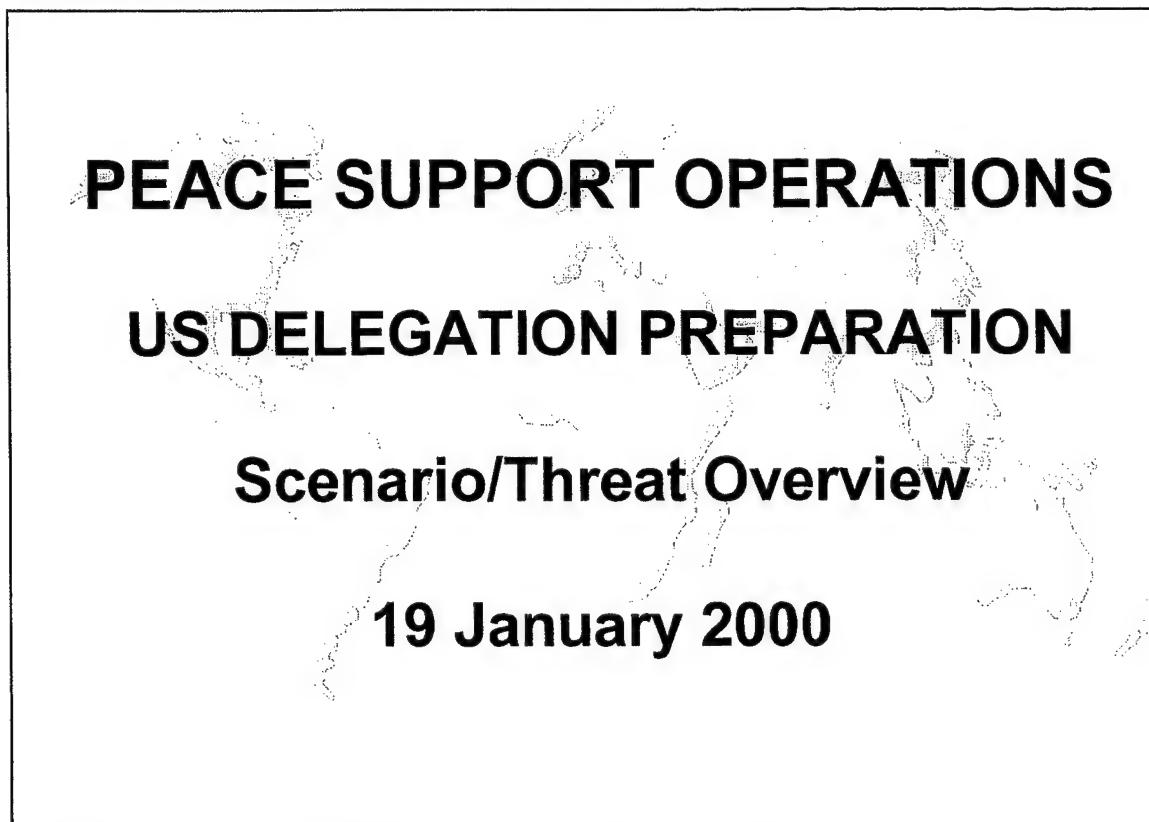


Figure C-1. ABCA FOCUS 2000

The purpose of this appendix is to give an overview of the scenario that will be used at the FOCUS 2000 seminar. It should be noted that the FOCUS 2000 scenario is still in draft form and has yet to be finalized. This appendix reviews only those portions of the scenario that were available as of January 2000. The final version of the FOCUS 2000 scenario is scheduled to be distributed to ABCA national delegations at Planning Conference #4, which will be held in the United Kingdom from 1-4 February 2000.

- Biennial ABCA exercise for the year 2000**
- Examines international response to an intrastate complex emergency**
- Emergency occurs in a fictitious East African country (Zimbola)**
- Aim of FOCUS 2000: assess the ability of ABCA forces to conduct joint coalition operations, within the context of a peace support operation scenario, in order to identify potential areas for standardization**

Figure C-2. FOCUS 2000

FOCUS 2000 is one of a series of biennial exercises that are conducted by the ABCA program. The intention of FOCUS 2000 is to examine an international response to an intrastate complex emergency. The goal of the FOCUS 2000 seminar is to assess the ability of ABCA forces to conduct joint coalition military operations, within the context of a peace support operation (PSO), in order to identify potential standardization opportunities across the ABCA armies. FOCUS 2000 will be held at the Royal Military Academy in Sandhurst, the United Kingdom, from 26 April to 1 May 2000.

As it currently stands, the FOCUS 2000 scenario has ABCA forces responding to an intrastate complex emergency in the fictional East African country of Zimbola. The remainder of this appendix will provide additional information about Zimbola's economic, political, and military conditions.

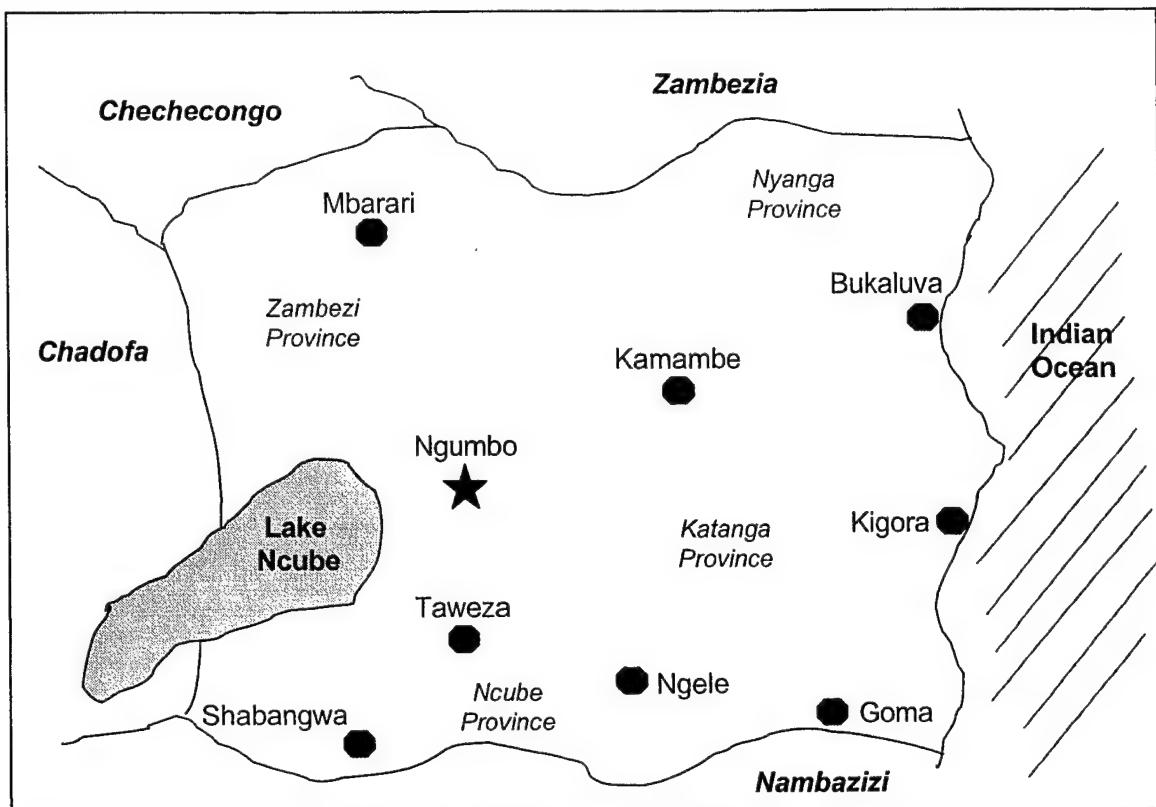


Figure C-3. Zimbola

Appearing in the figure above is a map of Zimbola. Zimbola has two significant bodies of water lying either within or along its borders. First there is the Indian Ocean, which lies along Zimbola's entire eastern perimeter. The second significant body of water is Lake Ncube, which sits in the southwestern portion of the nation. Zimbola is bordered by four separate countries: Zambezia to the north, Chechecongo in the northwest, Chadofa to the west, and Nambazizi along the southern border.

There are four provinces in Zimbola. Lying to the northeast is Nyanga, which has a coastline along the Indian Ocean. To the northwest is Zambezi Province whose largest city is Mbarari. In the southwest lies the Ncube Province, which is home to the inland body of water Lake Ncube. Finally, the Katanga Province occupies the southeastern portion of Zimbola. The capital city of Zimbola is Ngumbo.

- Ongoing civil war**
- Opposing forces:**
 - **Peoples' Army of Zimbola (PAZ)**
 - ✓ **Government forces**
 - **Democratic Front for the Independence of Zimbola (DFIZ)**
 - ✓ **Largest rebel group**
 - **Chechoni Resistance Movement (CRM)**
 - ✓ **Smaller rebel force**

Figure C-4. Background

Zimbola has been wracked by an ongoing civil war. There are three major opposing forces in this conflict. The first force is the Peoples' Army of Zimbola (PAZ), which are the forces of the Zimbolan government. The second major opposing force is the Democratic Front for the Independence of Zimbola (DFIZ). DFIZ is the largest rebel group operating in Zimbola. Finally, there is a smaller rebel group engaged in Zimbola's civil war, the Chechoni Resistance Movement (CRM).

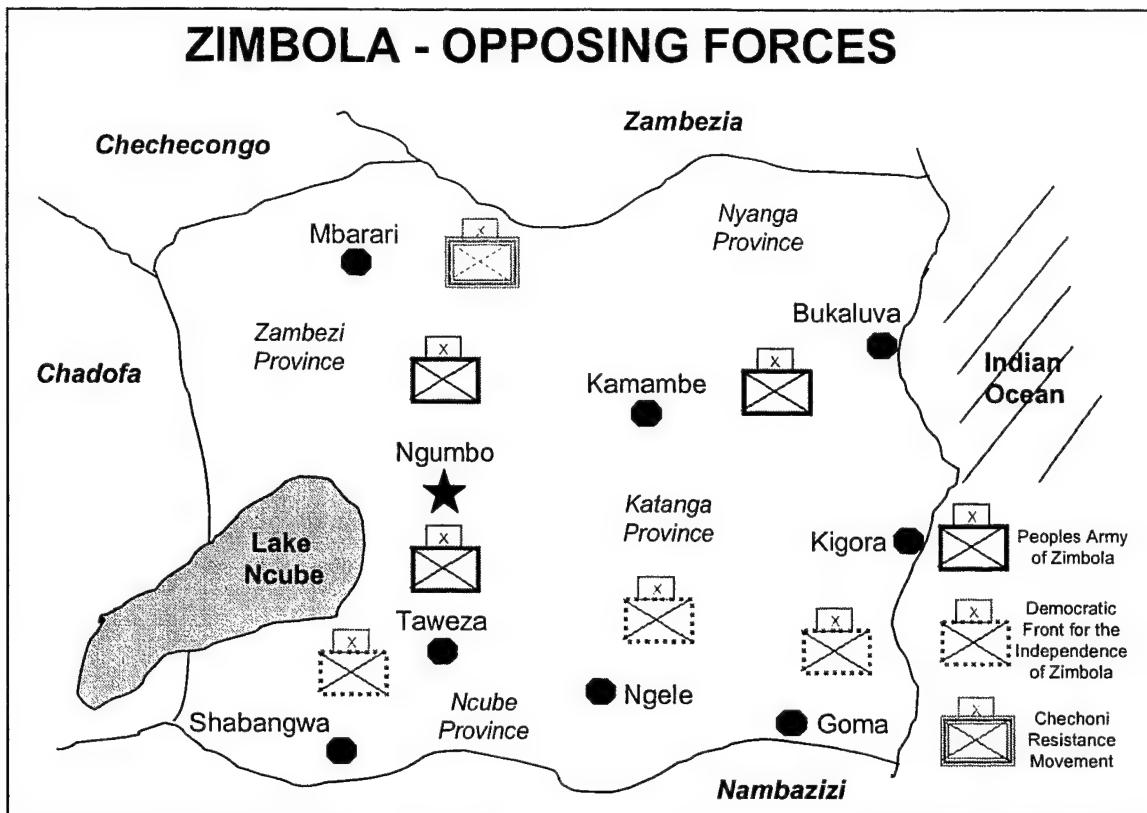


Figure C-5. Background (continued)

Depicted in Figure C-5 is the geographic location of the three opposing forces in Zimbola. The Chechoni Resistance Movement is located only in the northwestern part of Zimbola and is believed to be receiving covert assistance from the government of Chechecongo. Government forces occupy the central and northeastern portion of Zimbola, which includes the capital city of Ngumbo. The Democratic Front operates throughout the southern region of Zimbola.

- Aruzi peace agreement signed between the government and DFIZ**
 - CRM not a signatory to the agreement
- Observers from the Organization of African Unity (OAU) deploy to Zimbola in May**
 - Numerous cease-fire violations reported
- Substantial war damage in Eastern Zimbola**
 - Katanga and Nyanga Provinces heavily damaged
 - Zambezi Province relatively unscathed

Figure C-6. Developing Situation - May Through September 1999

In May of 1999, a peace agreement is signed between the Zimbolan government and the Democratic Front. It is important to note that the Chechoni Resistance Movement was not a signatory to the agreement. Known as the Aruzi Peace Agreement, the document calls for the deployment of cease-fire observers from the Organization of African Unity (OAU). These OAU observers deploy to Zimbola shortly after the peace agreement is signed and begin to immediately report cease-fire violations. In reality, the ambitions of the Aruzi Peace Agreement are never realized, and fighting between the opposing forces in Zimbola continues unabated.

Eastern Zimbola has sustained the heaviest damage during the conflict. Hit particularly hard are the provinces of Katanga and Nyanga. The province of Zambezi has been the least affected by the civil war but is also the least economically developed province in Zimbola.

- Electrical power
 - 80% of generating capacity destroyed
- Water and waste management
 - Water availability and quality is low
- Telecommunications
 - Severely degraded by fighting
- Roads
 - Most of road network damaged to some degree
 - Little maintenance performed throughout conflict
 - Some banditry on roads
- Railways
 - All lines are damaged, including some bridges
- Ports
 - Coastal ports are relatively undamaged and open to ships

Figure C-7. Status of Zimbola's Infrastructure

As would be expected during an ongoing civil war, Zimbola's infrastructure is in poor condition. Approximately 80 percent of the nation's electrical power generation capability is destroyed. The availability of water is low, and that which is available is of a poor quality. Telecommunications of all types have been severely degraded by the conflict and are virtually nonexistent in some provinces.

Most of Zimbola's road network has experienced some degree of damage. Due to the ongoing fighting, the government has been able to perform only a minimal level of road maintenance. Banditry on roads has been reported in those areas of Zimbola controlled by the Chechoni Resistance Movement (the northwest). Railways are in a condition similar to that of the roads, where all lines have experienced some damage. There are two airports in Zimbola capable of receiving large-size cargo planes. None of Zimbola's airports have operational nighttime navigation equipment.

Zimbolan ports have not sustained much damage from the fighting. In fact, all of the coastal ports are operational and open to shipping. Most inland waterway ports are also operational, but some are not accessible because the civil war has halted all river dredging activities.

- Regional instability caused by continued fighting in Zimbola leads to international intervention**
- Geneva Peace Agreement signed in August 1999**
 - CRM is not a signatory to the agreement
 - Zimbolan government and DFIZ agree to the deployment of a United Nations peacekeeping force
 - Peacekeeping force to be called United Nations Force Zimbola (UNFOZ)

Figure C-8. United Nations' Intervention

Despite the best attempts of the Aruzi Peace Agreement to stop the fighting, the conflict in Zimbola continues unabated. The international community decides to intervene in the conflict when it becomes apparent that fighting in Zimbola might spread to neighboring countries. International mediation leads to the signing of the Geneva Peace Agreement in August 1999, with the Zimbolan government and the Democratic Front as signatories. As was the case with the Aruzi Peace Agreement, the Chechoni Resistance Movement did not sign the Geneva Peace Agreement.

As a part of the Geneva Peace Agreement, the Zimbolan government and Democratic Front agree to the deployment of United Nations peacekeeping force into Zimbola. This peacekeeping force will be called United Nations Force Zimbola (UNFOZ).

- Mission: create the conditions for a more secure and stable environment in Zimbola**
- Total UNFOZ force not to exceed 10,000 personnel**
- To deploy for an initial period of 1 year**
- 19 nations contribute forces**
- United States contribution**
 - **1,527 troops**
 - ✓ **includes aviation, special forces, PSYOPS, civil affairs, infantry, and communications personnel**

Figure C-9. UNFOZ

The mission of UNFOZ is to create the conditions for a more secure and stable environment in Zimbola. UNFOZ is not to exceed 10,000 personnel in size and is to deploy for an initial period of 1 year. After 1 year, the United Nations will reassess the situation in Zimbola to determine whether UNFOZ's mandate should be extended for an additional period of time.

A total of 19 separate nations volunteer to contribute forces to UNFOZ. The United States is one of these nations, with an offer to provide 1,527 troops. These American troops include aviation, Special Forces, psychological operations, civil affairs, infantry, and communications personnel.

- Situation in Zimbola deteriorates**
 - Level of fighting increases
 - Government forces kill suspected DFIZ supporters, refugees, and conducts aerial bombardment of refugee camp in neighboring Nambazizi
 - Terrorist attacks occur in the capital city, Ngumbo
 - CRM tortures and kills government soldiers captured during military operations
- Most nations contributing forces to UNFOZ withdraw offers of participation**
 - Peacekeeping elements of UNFOZ do not deploy
- United Nations passes resolution in April 2000 that accepts and authorizes ABCA offer to conduct a peace enforcement operation in Zimbola**
 - ABCA countries to meet in the UK in April/May 2000 to conduct contingency planning for the peace enforcement operation

Figure C-10. Current Situation

The situation in Zimbola continues to deteriorate rapidly. The level of fighting rises dramatically, and reports of atrocities multiply. Government forces are reported to have killed refugees suspected of being supporters of the Democratic Front and conduct an aerial bombardment of a refugee camp in neighboring Nambazizi. The Democratic Front is accused of conducting a series of terrorist bombings in the capital city of Ngumbo, with many of the explosions occurring near government army facilities. Reports emerge claiming that the Chechoni Resistance Movement has tortured and killed government soldiers taken prisoner in a recent spate of offensive actions.

Because of the escalating level of violence, most nations that volunteered forces to UNFOZ withdraw their offers. The peacekeeping elements of UNFOZ never deploy to Zimbola. As a result of this failure to deploy UNFOZ, the ABCA nations offer to conduct a peace enforcement operation in Zimbola. The United Nations passes a resolution in April of 2000 that accepts and authorizes the ABCA peace enforcement operation. ABCA countries are to meet in April 2000 to conduct contingency planning for the peace enforcement operation. This contingency planning meeting is the FOCUS 2000 seminar.

APPENDIX D. ISSUES WORKSHOP CHARGES

Address the following charges:

- Determine the pol-mil issues for the US in coalition operations.
- Identify the pol-mil issues for the US in peace support operations (PSO).
- Establish the critical planning requirements for coalition and PSO.
- Identify the critical command and control issues.
- Identify logistics support issues.
- Identify missions, associated tasks, and the required forces.
- Determine other allied military and civilian organizations that are likely to participate and the capabilities they bring.
- Determine the coordination requirements between military commanders and other organizations (such as aid organizations and civil authorities).
- Discuss the UN-coalition force authority structure: Special Rep, Deputy,....
- Determine the legal issues: Status of Forces Agreement (SOFA), rules of engagement (ROE), transit agreements, and Acquisition Cross-service Agreements (ACSA).
- Identify where PSO falls on a unit's mission essential task list (METL).
 - Should it be a separate item?
- Begin to develop preliminary key insights for Session #1.

Figure D-1. Session #1: Planning and Force Construction

Figure D-1 presents charges that were addressed by Issues Workshop participants during Session #1.

Address the following charges:

- Discuss the UN-coalition force authority structure: Special Rep, Deputy,...
- Identify where Peace Support Operations falls on a unit's mission essential task list (METL).
 - Should it be a separate item?
- Identify the significant operational/strategic issues for forced entry.
- Outline the expected requirements for nation building.
- Specify the security coordination and cooperation issues (MSU, CIV-POL, OPDAT, ICITAP, institutions to build law and order).
- Determine measures of effectiveness in PSO.
- Determine issues that impact US combat forces when used by another lead nation in forced entry operations.
- Specify how US forces will be sustained if not the lead nation.
- Identify the information operations requirements.
- Determine the significant civil-military coordination issues.
- Identify the standard battlefield operating systems (BOSSs) in peace support operations (PSO).
 - Specify the tactics, techniques, and procedures (TTP) for those BOSSs.
- Begin to develop preliminary key insights for Session #2.

Figure D-2. Session #2: Deployment and Employment

Figure D-2 presents charges that were addressed by Issues Workshop participants during Session #2.

Address the following charges

- Determine the criteria for transitioning from coercion to cooperation.
 - How is that effected?
- Identify the criteria to transition from military to civilian control.
- Outline how military-civilian transitions are conducted.
 - Determine how seamless transitions are ensured to maintain unity of effort and preclude a loss of continuity and/or authority.
- Determine under what conditions the military can withdraw.
- Identify coordination issues related to redeployment operations (such as deconfliction of aerial port of embarkation (APOEs) and seaport of embarkation (SPOEs)).
- Begin to develop preliminary key insights for Session #3.

Figure D-3. Session #3: Transitions

Figure D-3 presents charges that were addressed by Issues Workshop participants during Session #3.